

PART 7 SOUTHEAST DISTRICT PLAN

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Background

Orientation

The 11,540.4 acres or over 18 square miles that comprise the Southeast District lie mostly outside the Beltline, south and east of Downtown. The Southeast District is bounded by the Neuse River on the east; the City's Extraterritorial Jurisdiction, or ETJ, on the south; Old Garner Road on the west; portions of Bragg Street, Cumberland Street, Exum Drive, Rock Quarry Road, Gatling Branch Creek, Poole Road, and Sunnybrook Road on the northwest; and US 64 East on the north.

Wake County has designated two Urban Service Areas (USA) for areas extending east of the Southeast Planning District, which would eventually fall under the City's jurisdiction. The first area, the Short Range USA extends east of the current ETJ and is generally bounded by Poole Road to the north and is just beyond Auburn-Knightdale Road and the future I-540 Beltline. This USA is generally intended for future utility extension in the next ten years. In the Long Range USA, utilities will be extended beyond a ten year time frame. It extends from the edge of the Short Range USA east until the Wake-Johnston County line, and is bounded by Poole Road to the north, Smithfield Road and the Wake-Johnston County line to the east, and Old Baucom Road and Rock Quarry Road to the south.

Land Use and Zoning

The two predominant types of land use in the Southeast District are vacant land and single family residential. The district is substantially underdeveloped: 5,919 acres, or 49 percent of the land, is

vacant. The Southeast District has the greatest percentage of vacant land of all the districts. Single family and multifamily housing account for 2,708 acres or 24 percent of the land. Manufacturing and industrial uses together occupy 2,005 acres or 17 percent of the district. Service-related uses account for almost 10 percent or 1,156 acres. Office and other uses are each less than 4 percent of the total. Residential zoning is applied to about 72 percent, or 8,340 acres of land in the Southeast District. Industrial zoning, including the Thoroughfare District, covers about 20 percent of the land, or 2,339 acres. Both office and retail zoning occupy about 4 percent of the land.

District Issues

Residents in the Southeast Raleigh District have determined the need to improve the quality of life for Southeast Raleigh residents and the need to stimulate economic development within the Raleigh ETJ as essential in planning for the future. In addition to fostering a business friendly environment where employment producing companies could locate, residents also desire new opportunities for market-rate housing, employment and job training facilities.

In an effort to adhere to “smart growth” principles, this plan concentrates on encouraging growth in already developed and developing areas in the planning district. The relatively large amount of vacant land within the existing ETJ in proximity to existing parks, schools, and retail and institutional services represents an unrealized opportunity. The community expressed interest in encouraging new development within the existing ETJ to facilitate the efficient use of existing infrastructure. Extension of utilities into the rural fringe areas should be of low priority.

For areas within the Southeast Urban Service Area, the community expressed interests in preserving the rural character and open space that characterize the area as well as allowing appropriate future development. The need for recreational access to the Neuse River was also discussed along with opportunities for further exploration through a joint effort between the City Parks and Recreation Department, the County, the State and other stakeholders.

Throughout the Comprehensive Plan update, the community has sited additional transportation and transit issues that should be addressed by the City. Citizens responded that the following roads need to be widened and/or upgraded: Poole Road, Rock Quarry Road, Sunnybrook Rd., Garner Road, Barwell, and Rogers Lane. Improvements to all three roads are part of the district plan. Residents also sited several pedestrian facilities and improvements that are needed in the Southeast Planning District.

An additional concern of residents is the desire to enhance the appearance of businesses, housing, and roadways throughout the district. Streetscape improvements and code enforcement are two methods which the City should utilize to accomplish this goal.

Population and Employment Projections

In July 2002, the Southeast District population totaled 28,221 persons, a growth of nearly 66 percent from its 1991 population of 16,974 persons. This is equal to approximately 9.1 percent of the total Raleigh jurisdiction population, making the district the 6th most populated.

In 1995 there were 4,995 jobs in the Southeast District; 3 percent highway retail, 9 percent retail, 25 percent office, 31 percent industrial and 32 percent service.

Systems Plans

Transportation

Transportation improvements for the Southeast District include: continuation of the Northern Wake Expressway south of U. S. 64 (Eastern Wake Expressway) and relocation of U.S. 64 East as a limited access bypass south of the existing roadway. Sanderford/Creech Road will be extended

southeasterly to the I-40 /Jones Sausage Road interchange and southerly towards Garner. Sunnybrook Road will be extended to link with Tryon Road at Garner Road, and Barwell Road extended to the south. Southall Road/Rogers Lane will be completed from U. S. 64 East to New Hope Road on the south. New Hope Road and Jones Sausage Road will be realigned at Rock Quarry Road.

With the Southeast Planning District study area extending into the Urban Service Area, transportation classifications for collector streets and thoroughfares are extended and further refined throughout the USA to serve the rural development patterns reflected in this plan. Increases in development densities beyond those envisioned will require a reevaluation of the road network to increase capacities. The District Transportation map reflects these modifications. To provide land use guidelines for properties along Poole Road, Rock Quarry Road and Battle Bridge Road within the USA, each of these roads are designated Residential Corridors (Type B Thoroughfares) to extend the existing designations from the ETJ through the USA.

The 2002-03 through 2011-2012 Capital Improvement Program (subject to change each year) includes the following roadway improvements: the widening of Poole Road to Barwell Road; widening and realigning of Jones Sausage Road and New Hope Road at Rock Quarry Road; widening Sunnybrook Road between Poole Road and New Bern Avenue; and widening and installing streetscape improvements along Garner Road.

The Department of Transportation is currently developing a plan to install sidewalks where segments are missing between existing sidewalks along Martin Luther King, Jr. Boulevard. Additional sidewalk improvements will be made as development is built along Rogers Lane and other roads throughout the district.

Transportation Action Items

- Coordinate with residents and property owners to determine the most appropriate route for extending Sanderford/Creech Road southeasterly to the I-40 /Jones Sausage Road interchange and southerly towards Garner.
- Complete sidewalk study and identify funding to construct missing sidewalk segments along Martin Luther King, Jr. Boulevard.
- Address sidewalk improvements along Rock Quarry Road through the City's sidewalk program.
- Send thoroughfare revisions to CAMPO for consideration.

Transit

The 5-Year Transit Plan adopted in 1998 established the current level of service in the Southeast District. Bus services should continue to be enhanced to serve the Southeast Raleigh population. Coordination between Wake County's extended services and the City of Raleigh's Capital Area Transit should be continued and improved. In addition, citizens have stated that services should be studied for extension along Poole Road, U.S. 64 East, and extended to Knightdale. The 5-Year Transit Plan is currently studying transit service enhancements along Poole Road to Barwell Road and New Bern Avenue to Rogers Lane. In addition, the Transit Division continues to work with Wake County Coordinated Transportation to improve service with CAT routes #15 (Wake Medical) and #18 (Worthdale).

A potential regional rail transit corridor connects Knightdale to downtown Raleigh and to Garner through the district. Transit oriented development should be pursued along rail corridors and at rail station stops. Specifically, transit stops should be further studied at Rogers Lane, New Hope Road and Wake Medical Center to the east, and Hoke Street, Rush Street and Tryon Road to the southeast. Each of these potential rail station stops are well spaced and within or adjacent to employment areas, higher density residential areas or in locations with supportive land use guidelines for future rail.

A transit station at Rogers Lane would support the approved Master Plan at the site, which reserves land for a rail stop, and the Poole/New Hope employment area. A stop at New Hope Road will also support the employment area to the south. A station at the Wake Medical Center would serve residents traveling from Knightdale and areas east as well as the high density residential uses recommended in the Wake Medical Center Small Area Plan. A station at Hoke Street would serve the adjacent neighborhoods of South Park and Garner Road as well as Shaw University as recommended in the Martin Luther King, Jr. Blvd. Corridor Plan. This rail station could further encourage the redevelopment of the Garner Road industrial area. The Cross Link Small Area Plan supports a transit stop in the vicinity of Rush Street and Hammond Road and encourages mixed use transit oriented development at the site. A rail station stop at Tryon Road would serve the proposed medium density residential development, as detailed in the Cross Link Corridor Plan.

Transit Action Items

- The extension of bus service along Poole Road and U.S. 64 to Rogers Lane is currently being studied in the 5-Year Transit Plan. A coordinated service line extension to Knightdale should be considered with a request from Knightdale and in coordination with TTA and Wake County.
- Identify potential transit stop locations on the Transportation and Urban Form maps to guide land use/development patterns.
- Consider a schedule for preparing general station area plans in coordination with property owners to identify site specific goals. Application of Transit Overlay Districts should be considered along with the station area plans.
- Upon operational funding for East-Trans, study the potential for light rail or rubber tire transit service that would connect with the future regional rail stations in the Southeast District. The service might extend from the U.S. 64 Bypass through the Poole Road Employment Area and the Jones Sausage Employment Area to a future commuter rail line in Garner.

Water/Wastewater

Major water lines planned for the Southeast District have been completed in 2002, including the water line in New Hope Road south of Poole Road. Other proposed installations are outside the I-440 Beltline in Auburn Church Road and Sanderford/Creech Road. The parallel line along the Neuse River wastewater main has been completed and will accommodate growth farther up the basin and provide additional capacity for new development in the Southeast District as land uses intensify.

The use of reclaimed waters for landscape irrigation and other potential sites (e.g. golf courses) will allow the City to utilize its water resources efficiently, in a more sustainable approach. These systems may be feasible in the district and USAs, especially in proximity to the Neuse River Wastewater Treatment Plant.

Water/Wastewater Action Items

- Study the possibility for water reuse systems in order to conserve water resources and effectively utilize resources for commercial, residential and public plant irrigation and watering systems.
- Prepare utility extension policies that will place a priority to more fully developing areas within the existing City jurisdiction over extending utility services into the USA.

Parks, Recreation and Greenways

Some adjustment may be warranted as the Parks and Recreation element of the Comprehensive Plan and the Wake County Open Space Plan are updated. The City has acquired acreage for an additional community park in the Southeast District along Barwell Road. This park will serve the projected population in the Southeast District outside the I-440 Beltline.

Two neighborhood park search areas have been placed into the USA to accommodate park needs beyond the City's current jurisdiction. In addition, greenway corridors have been extended throughout the USA. A Metro Park search area is designated near the Wake-Johnston County line. Metro Parks typically have a unique focus. In this case, the park could provide protection for wetlands, floodplain areas along the Neuse River, and historic preservation. The park search areas in the USA that extend outside of the proposed City Jurisdiction are recommended for adoption by Wake County for the Wake County Land Use Plan.

The Neuse River is a valuable natural resource that extends throughout the Southeast District and into the USA. The Neuse River Regional Park Master Plan, adopted in 1996, includes planning for the river corridor from Falls Lake to Poole Road. In order to help preserve this natural resource, protect it from development impacts, and capitalize on opportunities for natural preservation, recreation and river access planning efforts for the Neuse River corridor should be extended to the Wake-Johnston County line. As City limits and services are extended along the River, these properties should be incorporated into the City's Park system.

Currently, a designated "special area" is located at the closed landfill site south of New Bern Avenue at New Hope Road. The site is limited in its ultimate use by practical and environmental constraints though may have recreational opportunities. It is adjacent to an employment area, which could complement certain future uses for the site.

As population demands warrant new park and recreation facilities, the City should follow the adopted planning and implementation process to develop new facilities in appropriate locations in the short and long range USAs. For more information, see the Parks, Recreation and Greenways Plan, Chapter 4 of the Comprehensive Plan.

Parks and Recreation Action Items

- Extend the Neuse River Regional Park Master Plan from Poole Road to the Wake/Johnson County line.
- In conjunction with Wake County, pursue the acquisition of environmentally sensitive and significant property along the Neuse River corridor.
- Explore with Wake County opportunities to incorporate significant historic buildings and properties in the USA into future park facilities.
- The Walnut Creek Wetland Educational Park concept should be further studied in order to enhance a natural amenity and provide educational opportunities related to the natural feature. Pursue opportunities to utilize both the City and State owned land along Walnut Creek at Garner Road for this special park.
- At the appropriate time, study alternatives for the reclamation of the New Hope Road landfill site, including possible recreation uses.
- Coordinate greenway development with transit opportunities, including rail transit stops and bus stops/rider facilities. The proximity of the Poole Road Employment Area and the possible Rogers Lane transit station location adjacent to the Crabtree Creek greenway presents an opportunity for development to feature the natural areas and enhance pedestrian access.

Urban Form and Land Use

Urban form elements in the Southeast District and Urban Service Areas include the U.S. 64 East gateway corridor, portions of the Central Area regional center, two village centers, two community focus areas, one residential community focus area, eleven neighborhood focus areas, four employment areas, three retail focus areas, and five residential retail areas. The focus areas that are located in undeveloped rural areas are designated “village centers” (community focus areas) and “neighborhood village” (neighborhood focus areas). More thorough descriptions of these focus areas can be found in the Urban Design Guidelines in Chapter 3 of the Comprehensive Plan.

Interstate 40, the I-440 Beltline and recent residential, commercial, and industrial developments have helped define the future use of large blocks of vacant land in the Southeast District. The emerging land use patterns divide easily into residential and employment areas. Residential areas are located primarily along the major natural systems, including the Neuse River and Walnut Creek. The employment areas are located mostly along the major transportation corridors and clustered around accessible interchanges. These include the Beltline interchanges with existing U. S. 64, Poole Road, Rock Quarry Road, the Jones Sausage Road interchange with I-40, and the future I-540 interchange with Rock Quarry Road.

The Southeast District outside I-440 remains largely undeveloped, especially within the Urban Service Area. Development is encouraged within the existing Extraterritorial Jurisdiction (ETJ), which is 49 percent (5,919 acres) vacant, rather than extending services beyond the current ETJ. Economic development should be promoted by providing needed infrastructure investment and by encouraging new employment-generating land uses. Employment based development should locate in designated Employment Areas to minimize impacts on existing neighborhoods. Outside of Employment Areas, development should be limited to low impact uses when adjacent to residential uses.

Neighborhood and Village Center concepts are strongly supported in the district in an effort to focus more intense residential, institutional, and commercial development into compact mixed-use centers. All focus areas should act as human-scale centers and provide opportunities to work, live and play. The centers should facilitate transit usage and include facilities for pedestrians and bicycles, such as greenways where possible. In general, all focus areas should be shifted away from intersections of major roads. This will help alleviate traffic congestion at thoroughfare intersections. Street design should promote interconnectivity and pedestrian linkages among neighborhoods.

Existing zoning in the Southeast District and Urban Service Areas is not totally compatible with the urban form recommendations. For example, much of the zoning in the district is for low density residential development, which is not appropriate in areas that the Comprehensive Plan supports higher density development such as in focus areas. More detailed small area plans, relying on the Urban Design Guidelines should be prepared in conjunction with property owners to establish a framework for future rezoning and development.

Planning for Urbanization beyond the Southeast Raleigh Jurisdiction

There is strong interest among residents to preserve the rural character and open space that currently exists outside the Southeast Raleigh jurisdiction in the Urban Service Area (USA). In order to facilitate this, a portion of the current Long Range USA is designated for rural development where City utilities will not be extended within the ten year time frame associated with the Short Range USA designation. Extension of utilities should be considered on a case-by-case basis with a priority to more fully developing areas within the existing City jurisdiction over extending the jurisdiction and utility services into the USA. Development within the USA may be considered when the design conforms to city standards and anticipates the future expansion of

city services while preserving the existing rural character. Rural development guidelines should be prepared for the Long Range USA to encourage the preservation of the rural landscape such as through cluster development and conservation subdivisions. This rural area contains areas of historic and cultural significance, which should be protected. Surrounding development should be sensitive to these features.

Future development surrounding the proposed I-540 corridor through the Short Range Urban Service Area should be carefully planned to prevent traffic congestion and unsightly growth that distracts from the district. A Special Highway Overlay District (SHOD-1) zoning district should be applied to the corridor around I-540. Commercial development should be concentrated at the Community Focus Area southwest of the Poole / I-540 interchange and also at the Village Center west of the Rock Quarry Road / I-540 interchange. An employment area is situated on the east side of the Rock Quarry Road / I-540 interchange to serve as a buffer between the freeway and the lands intended to be used as a Wake County Construction Debris Landfill and property associated with the Neuse River Wastewater Treatment Plant. Residential development should be discouraged in this employment area. Commercial development at the Auburn-Knightdale Road/ I-540 interchange should not locate in the environmentally sensitive Neuse River floodplain.

Special Areas

The Neuse Wastewater Treatment Plant complex, including fields for application of sludge, constitutes a major portion of the future USA. This property should be designated as a “special area”. If some of the existing uses cease in the future (e.g. farming operations), the area should remain rural in character. At that point, the City should study the potential for recreational opportunities at the site.

Specific Land Use Recommendations

Transitions are necessary for compatibility between industrial and residential land uses near employment areas. A policy boundary line runs along properties east of Garner Road to prevent further commercial development taking place eastward into the surrounding residential areas. A policy boundary line runs along Sunnybrook Road from Poole Road to Walnut Creek. Another policy boundary line is intended to confine nonresidential growth west of the Neuse River in the vicinity of U. S. 64. There is also a policy boundary line around the Rock Quarry Road/Southgate focus area and Interstate 40. Additional study should be given concerning future policy boundary lines for the district, such as at Poole/I-540.

Vacant parcels on the east side of Old Garner Road should develop as low or medium density residential uses. The Garner Road Area Redevelopment Plan further details land uses for this area.

The undeveloped parcels outside of the focus area along Poole Road near Samuel Street should develop as medium density residential uses.

Urban Form Action Items

- Prepare Small Area Plans (SAP) for designated Village Centers in coordination with property owners to establish a compact mix of services and residential uses intended to serve as community activity centers. The Urban Design Guidelines should be used as the foundation concept for these plans. Upon adoption of the SAP, the center(s) should be designated “Mixed-use Centers” with application of the “Mixed-use Center” guidelines from the Streets, Sidewalks, and Driveway Access Handbook.
- Evaluate the possibility of City initiated rezoning within designated focus areas in conformance with an adopted SAP as an economic development strategy.

- Apply SHOD-1 zoning along the I-540 corridor as well as Conservation Management zoning within 100-Year floodplains as the Raleigh ETJ is extended.
- Prepare land use and development guidelines for I-540 thoroughfare interchanges to preserve the traffic carrying capacity of the roadways.
- Prepare rural development guidelines for the Long Range USA with collaboration between Wake County, residents/property owners and the City.
- Study utility extension policies and adopt guidelines to encourage development within the existing ETJ. Establish criteria for evaluating requested ETJ and utility extensions.
- Prepare a strategy to address economic redevelopment and appearance issues along Poole Road between New Bern Avenue and Raleigh Boulevard.

Visual Resources and Appearance

The U. S. 64 East Corridor Plan details policies for development along U.S. 64 East of the Neuse River. The corridor plan emphasizes the importance of visual resources along the thoroughfare and promotes median plantings and the retention of mature hardwood trees adjacent U.S. 64. The plan encourages limiting access to the thoroughfare by adjacent lands, promotes land uses that reduce traffic demands, and discourages strip development. Further details can be found in the Chapter 7 of the Comprehensive Plan.

The appearance of existing development within the district should be enhanced to better express the economic potential of the area. The City encourages attractive new or refurbished public and private facilities, and investment in new housing opportunities within the district. Single-lot infill and renovation of existing buildings is also encouraged. An additional approach to enhancing the appearance of the district is to incorporate landscaped medians in thoroughfares throughout the district. Landscaped medians are particularly important in employment areas and at entrances into the district.

The City should strictly enforce abandoned housing regulations. Property owners should be made aware of the appearance objectives of the community and should be encouraged to clean up and rehabilitate their property and not leave boarded-up structures standing. The City should actively work with the community to plan and implement streetscape improvements along major thoroughfares, including U.S 64, Poole Road, Rock Quarry Road, New Hope Road, Sunnybrook Road, and Auburn-Knightdale Road.

As greenway and creek corridors are developed the City should investigate opportunities to encourage village centers, neighborhood centers, and residential areas to develop facing water resources and greenways. The City should encourage development to take advantage of greenspaces and waterways by incorporating their scenic vistas into development. This approach will enhance the community and strengthen its appearance by incorporating the districts natural vistas and resources.

Visual Resource and Appearance Action Items

- Study the feasibility of incorporating landscaped medians for thoroughfares within employment areas and at entryways into the district.
- Evaluate options to enforce abandoned housing regulations such that structures are either rehabilitated or demolished.
- Explore methods to encourage development to feature existing open space and waterways as scenic vistas and project amenities.
- Identify methods to encourage the inclusion of public art and civic uses in village centers.

Streetscape Improvements

The Southeast Raleigh Assembly's Business and Commercial Development Issue Team has established and ranked priority areas for streetscape improvements throughout the district.

Although specific recommendations are detailed below, general recommendations were developed and include the need to focus on the maintenance of streetscape landscaping and to focus enforcement of property maintenance throughout the district.

Streetscape Action Items

These detailed recommendations are in ranking order of importance and should be pursued though the CIP funds designated for streetscape improvements in Southeast Raleigh.

1. US 64 – Provide additional landscaping along US 64 and place a welcome to Raleigh sign near the edge of Raleigh’s jurisdiction.
2. The following two projects are viewed as equal in importance and priority.
 - a. Cross Link Road – Replant landscaping, including trees, along Cross Link Road from Garner Road to Rock Quarry Road, which has been lost due to automobile accidents.
 - b. Rock Quarry Road and Raleigh Boulevard – Provide landscape improvements and place a welcome to Raleigh sign at the intersection.
3. Martin Luther King Jr. Blvd. – Install curbed, landscaped medians west of Rock Quarry Road.
4. Poole Road – Develop a strategy to address appearance improvements along Poole Road from New Bern Avenue to Martin Luther King Jr. Boulevard. This area needs additional planning efforts to address the current conditions and create a more attractive and economically thriving area.
5. Creech Road and Sanderford Road – Install landscaping and welcome to Raleigh sign at the neighborhood focus area.
6. Interstate-40 – Install signage directing traffic to the Jones Sausage Road Employment Area along I-40.

SMALL AREA PLANS

See Chapter 11 Other Small Area Plans for the Cross Link Road SAP and the Wake Medical Center SAP.

CORRIDOR PLANS

See Chapter 7 Corridor Plans for the Rock Quarry Road Corridor Plan, the Martin Luther King, Jr. Blvd. Corridor Plan, and the US 64 East Corridor Plan. Future Corridor Plan study areas should include New Hope Road south of US 64 through to its planned alignment with Jones Sausage Road. It should also be determined if Poole Road needs a Corridor Plan.

NEIGHBORHOOD PLANS & REDEVELOPMENT PLANS

The Garner Road Area Redevelopment Plan falls into a portion of the Southeast District, as well as the South Park Neighborhood Plan, the latter is found in Chapter 8 Neighborhood Plans.

ADDITIONAL PLANNING NEEDS

Through the Comprehensive Plan update process, additional planning efforts will be necessary for several areas, which may result in small area plans, corridor plans or neighborhood plans. These sites include: planning strategies for Poole Road; the New Hope Road corridor; the larger focus areas/village centers, particularly those in the future USAs; transit area planning should be coordinated as regional rail is further pursued; and the creation of rural development guidelines for the rural land that is not anticipated for utility extensions in the short or long range Urban Service Areas.

